

Appendix A



Equality Impact Assessment

Please state the service / project your proposal relates to:	New commissioning model for housing support services
Lead Officer:	Fran Massiah
Directorate:	Chief Executive's
Is this a new policy or a review of an existing policy or service? :	Following a review of existing housing support services a new commissioning model for housing support services is being proposed.
What are the aims and purpose of this proposal? :	<p>The aim of the proposed service is to commission a new model of housing support, that will include one consolidated housing support service and the continuation of three separate housing support services.</p> <p>Currently there are 8 separate housing support contracts with 7 different providers. Some contracts provide a floating housing support service and others provide accommodation based housing support. Below is a list of the existing contracts and the type of support they offer and client group they offer the support to.</p> <ol style="list-style-type: none"> 1. Croydon Association for Young Single Homeless (CAYSH) - Accommodation based housing support for young people 2. Thames Reach - Mental health floating support to people with a mental illness or substance misuse problems 3. Family Mosaic - Accommodation based support for people with mental health and substance misuse 4. Family Mosaic - Tenancy Sustainment Service 5. Thames Reach - Accommodation based support for homeless single people 6. Penrose - Accommodation based housing support for ex-offenders 7. Keyring - Accommodation based and floating support for people with a learning disability. 8. Sutton Women's Aid - Accommodation based support and Independent Domestic Violence Advocate for women at risk of violence.

	<p>The new housing support commissioning model will deliver a consolidated service comprising a mental health supported accommodation service, single homeless people with mental health and/or substance misuse supported accommodation service, mental health floating support service and the ex-offenders supported accommodation and visiting support service. This will be commissioned as a single outcomes based contract, to be in place by 1st April 2019.</p> <p>The remaining housing support services will be delivered as follows:</p> <ul style="list-style-type: none"> (i) A transfer of the budget for the young people's contract to the People Directorate, enabling those services to support the wider strategic aims and priorities of that service area. (Service users should not experience significant change or a negative impact on the delivery of the service) (ii) The contract for the women's refuge accommodation and floating support (via an Independent Domestic Violence Advocate) will remain as a separate service with closer alignment to the priorities identified by the Safer Sutton Partnership Service (SSPS). (Service users should not experience significant change or a negative impact on the delivery of the service) (iii) The accommodation based housing support service for people with a learning disability will remain as a separate contract as this is considered to be a specialist provision, which may be aligned in the future with the priorities identified in Supported Living Strategy. (Service users should not experience significant change or a negative impact on the delivery of the service) (iv) The tenancy sustainment service will not be recommissioned when the contract ends in February 2018 and an additional post created in-house to provide welfare benefit, homelessness prevention and tenancy sustainment advice. The skills of this additional staff member will enable an easily accessible and specialist response to issues relating to welfare benefits, income maximisation, tenancy advice and negotiation with private landlords. Users of the existing tenancy sustainment service will receive a service from the new in-house post. <p>This proposed way forward will necessitate the extension of some of the existing contracts, where these are due to expire before the new service commences or budgets are transferred to other service areas.</p>
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	<p>This new approach will provide an opportunity to explore co-funding and co-commissioning with partners such as the CCG and the Probation Service. This will enable the development of appropriate pathways of support for mental health in-patient or out-patient services through to supported housing and on to independent living, with a safety net of support when needed. It will also allow a more flexible use of existing supported accommodation.</p>
Which of the geographic areas does this proposal affect? (Insert any specific wards or state all borough):	Residents across all the wards of the borough and residents who have been placed temporarily outside of the borough e.g. in temporary accommodation.
Which stakeholder group or groups does this proposal affect? (Broad groups - e.g. Staff at LBS, residents, third and voluntary sector):	<ul style="list-style-type: none"> • Vulnerable adults (aged 18+) • Staff currently delivering housing support services • Other council and partner services • Existing providers of housing support
Whose needs is the proposal designed to meet? (Specific groups of people e.g. those who directly use the service):	<p>The review and proposal for a new model for commissioning the housing support service will affect the client groups listed below:</p> <ul style="list-style-type: none"> • Homeless people • Ex-Offenders • People with mental health needs • People with substance misuse problems <p>The services across the borough that will be affected by this proposal include:</p> <ul style="list-style-type: none"> • Local authority • Voluntary sector services • Probation Service • Health partners <p>As referenced above, services for young people will remain separate through the contract with CAYSH, with funding transferring to the People Directorate.</p> <p>The contracts for domestic violence support and support for people with a learning disability will also remain separate.</p>
What evidence has been collected to inform this proposal? :	<p>The proposal to transfer budgets and to recommission some of the existing services into one contract was determined following a review of the existing services.</p> <p>The evidence collected, via contract monitoring data, discussions with providers and other stakeholders, meetings with service users and local and national data indicated that there was an ongoing need for all of the services provided. The group meetings with service users provided us with qualitative data</p>

about the impact of the current service.

Set out below are the needs data in respect of the clients who may be affected by the proposed change.

Care Leavers

- 25% of homeless people nationally have been in local authority care
- The number of LAC in 2011 was 165 and this rose to 231 in 2016 with a predicted continues upturn
- 57% of LAC are in placements outside of the borough.
- There has been an increase in the number of children being taken into care at ages 14 and 15.
- The total spend on placements was £6.2m in 2012/13 rising to £9.2m in 2014/15.
- 29 referrals were made to the Young People Supported Accommodation scheme by the Leaving Care Team in 2016/17.

Domestic Violence

- 421,000 domestic abuse-related criminal offences were committed in the UK in 2015/16.
- Convictions were secured for three-quarters of domestic abuse-related prosecutions.
- 53% of unsuccessful prosecutions nationally were due to either victim retraction, victim non-attendance or evidence that the victim did not support the case.
- The prevalence of domestic abuse for adults aged 16 to 59, year ending March 2005 to year ending March 2016 shows a decline in domestic violence nationally.
- Violence makes up 74% of all domestic offences recorded in Sutton.
- Total number of reported domestic violence incidents in Sutton fell by 5% from 2015/16 to 2016/17.
- Increase in early engagement with One Stop Shop advice service.

Learning Disability

- 930,400 adults in the UK have Learning Disabilities.
- People with learning disabilities in England die much younger than the general population.
- Just over one in four of looked after children had a special educational need associated with learning disabilities.
- The majority of adults with Learning Disabilities live with their families.
- 5.8% of adults are in employment but the majority (71%) work part time.
- There are currently an estimated 3,662 people with Learning Disabilities living in Sutton. This is predicted to rise to 4,351 in 2030.
- There are an estimated 781 adults who require a service

	<p>from Adult Social Care. This increases to 915 by 2030.</p> <ul style="list-style-type: none"> • 2.5% of people with Learning Disabilities in Sutton are in employment. <p>Homeless People - Need</p> <ul style="list-style-type: none"> • Almost 10% of people say they have been homeless at some point, 20% of these people saying it happened in the last five years • In 2015/16, 57,750 households were accepted as homeless in the UK. • 114,790 households applied to their local authority for homelessness assistance in 2015/16 • 275,000 households approached their local authority in the last year alone for homelessness assistance in the UK. • Up to 80% of homeless people have mental health problems. • The average age of death for a homeless person is 47. • Homeless people are 13 times more likely to be a victim of violence. <p>Ex-Offenders - Need</p> <ul style="list-style-type: none"> • Stable accommodation reduced the risk of re-offending by around 20%. • Around 33% of prisoners about to leave prison said that they had nowhere to stay • Approximately 32% of London's rough sleeper population have previously been in prison • Early intervention is regarded as critical in preventing homelessness amongst ex-offenders • It is estimated that supported accommodation for this group, could save £67,000 per individual over a three year period. • Referrals from the National Probation Service (NPS) and the Community Rehabilitation Company (CRC) equate to 10% of all referrals into supported housing. • 1 person accommodated in the ex-offenders supported housing scheme in 2016/17 had a previous mental health hospital admission • 17 residents housed in 2016/17 had substance misuse issues. • 29 residents over the year had a reduced track record of medical emergencies due to reduced alcohol or substance misuse • 29 service users were able to manage their alcohol consumption and have a reduction or no reliance on drugs <p>Mental Health Needs</p> <ul style="list-style-type: none"> • Overall research shows that as the stability of housing increases the rates of serious mental illness decreases. • 10-20% of the homeless population would fulfil the criteria
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	<p>for dual diagnosis.</p> <ul style="list-style-type: none"> • Deliberate self-harm and suicidal ideation also seem to be higher in homeless women than in men. • BME groups who are homeless suffer a disproportionate amount of mental health issues. • Over the last two years approximately 30% of referrals into the supported housing schemes have come from hospitals specialising in patients accommodated under section 117 of the Mental Health Act. • Sutton CCG commission a number of units to support people in Mental Health Hospital Placements to return to the community. • 30% of referrals into housing support come from NHS mental health partners <p>Substance Misuse</p> <ul style="list-style-type: none"> • Urgent housing problems and housing instability are prevalent in those receiving treatment for substance misuse. • 12% of opiate users are homeless at admission to treatment. • 5% -12% of non- opiate users are homeless at admission to treatment. • 24% of opiate users in treatment in London experience a housing problem. • 18% of non-opiate users in treatment in London experience a housing problem. • 249 opiate users in treatment in Sutton • 100 non-opiate users in treatment in Sutton • 208 alcohol users in treatment in Sutton • 77.9% of those in treatment in Sutton report no housing problem • 7.1% of those in treatment in Sutton are in no fixed abode or have an urgent housing problem • Referrals to housing support from the local substance misuse services have fallen from 19 in 2015/16 to 4 in 2016/17 • In Sutton around 20% of those in treatment for substance misuse have been diagnosed with dual diagnosis. <p>Below is an amalgamation of the service user views that have helped to inform the proposal and will help to shape the new services that will be provided.</p> <p><u>Support</u></p> <ul style="list-style-type: none"> • Service users valued the broad range of support that they received from the various services and the positive impact of referrals to therapy and other specialist services. • Service users recognised that their housing difficulties need to be resolved before they can address other
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	<p>issues.</p> <ul style="list-style-type: none">• Service users felt that they were treated with respect and not judged on their past with the focus on the future.• Service users gained confidence through the support offered, which prevented social isolation.• The service users all valued the individual support worker they had and found that the support they received helped them to maintain their independence and reduced their isolation.• Support after exiting from the supported housing service should be ongoing to provide reassurance. <p><u>Accommodation</u></p> <ul style="list-style-type: none">• Moving on to independent accommodation was often a challenge with no real plan, limited options, suitability issues and affordability difficulties.• Residents of supported housing valued being in accommodation with people experiencing similar issues, to talk about common issues and concerns.• A clear pathway from supported accommodation through to independent living was not always present.• Supported accommodation was viewed as an important milestone towards recovery.• Service users felt that move-on to independent accommodation should be based on an individual's readiness and not time limited. <p>Additional feedback from housing support providers and wider stakeholders from two networking events was also collected and taken into account.</p>																
What equality-related information, for example through consultation with stakeholders, has been gathered on this proposal? :	<p>The following equality-related information is collected to monitor use of the service across all housing support providers. New housing support services will gather data on the full range of protected characteristics.</p> <table><tr><th></th><th>White</th><th>Black</th><th>Asian</th><th>Mixed</th><th>Other/ Chinese</th><th>Not Known</th><th>All Groups</th></tr><tr><td>Housing related support service recipients</td><td>104 87.4%</td><td>4 3.4%</td><td>4 3.4%</td><td>6 5.0%</td><td>1 0.8%</td><td>0 0.0%</td><td>119 100.0%</td></tr></table>		White	Black	Asian	Mixed	Other/ Chinese	Not Known	All Groups	Housing related support service recipients	104 87.4%	4 3.4%	4 3.4%	6 5.0%	1 0.8%	0 0.0%	119 100.0%
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Based on the information you have collated, which equality characteristics may be affected by this proposal	All protected characteristics - as this is a change which affects all staff.																														
Please give further information on how these characteristics may be affected	Based on the information available about services that will continue to be delivered and the approach to diversity that will be taken to commission the new housing support service, this proposal has no anticipated negative implications in relation to the protected characteristics.																														

<p>What will be done to promote equality of opportunity as part of this proposal?:</p>	<p>The service specification for the proposed new single housing support contract will contain an expressed requirement that the service will commit to promoting equality and diversity both in terms of accessing the service and delivery of the new housing support service.</p> <p>The specification for the new single housing support contract will include the requirement that the supplier evidences a deeper understanding of residents' needs and provides a fair and accessible service.</p> <p>As part of the tendering process, suppliers will have to demonstrate compliance with the Council's diversity policy and evidence how their organisation has and will actively tackle discrimination and promote diversity as required in the Equality Act 2010.</p>
<p>In what way could this proposal positively or negatively impact on the physical and/or mental wellbeing of residents? If there is a negative impact what action will be taken to mitigate this? What evidence has been or will be collected? :</p>	<p>The employment of an additional in-house tenancy sustainment/welfare reform officer will bridge the gap for additional resources when the tenancy sustainment service comes to an end. This post will provide tenancy sustainment advice, including negotiating tenancy related issues with private landlords. The new post will provide welfare benefits and debt advice to residents as well as signposting clients to other advice agencies.</p> <p>The merging of the four existing contracts into a single newly commissioned service should enable the new provider to deliver a more flexible and responsive service for people with a mental health need and those with substance misuse problems, as the needs of these clients often overlap.</p> <p>A change of provider, resulting from the tendering process, may have a negative impact on the mental health and wellbeing of users of the four existing contracts if support staff change. This impact will be mitigated by the application of TUPE to ensure that there is a smooth transition of staff from the existing to new service. A clear communications plan with existing providers will reduce uncertainty and the risk of existing staff leaving due to fear and insecurity.</p> <p>The commissioning of a new service will provide an opportunity for improvements, including innovative and creative delivery of housing support to meet the needs of service users, utilising and retaining specialist staff in the local market, the development of improved outcomes for service users and a more cost effective service.</p>
<p>What actions are going to be taken as a result of this EIA to address negative impacts or previously met unidentified</p>	<ul style="list-style-type: none"> • Market engagement to stimulate market interest and to develop the service specification and outcomes framework. • Regular collection of service user profile data (including

needs?:	<p>all protected characteristics) and analysis of trends</p> <ul style="list-style-type: none"> • Regular collection and analysis of service user views • Diversity training will be expected to be arranged by the new provider for all staff. • Regular contract monitoring meetings and quality assurance visits to ensure compliance with contractual requirements and to identify measures to address any identified inequalities. • As this process proceeds and more information is obtained this document will be reviewed and updated as needed in advance of key decision points.
What data monitoring or evaluation activity has been put into place to monitor the impact of this proposal? :	<p>A performance framework is currently being finalised for the Targeted Housing Support Service for Older People that commenced in October 2017. The approach taken for that service will be used for the new single housing support service and will include quarterly service user profile to track the use of the proposed service by protected characteristics and to promptly respond to issues of inequality.</p>